



# House of Representatives

General Assembly

**File No. 592**

*January Session, 2001*

Substitute House Bill No. 7013

*House of Representatives, May 3, 2001*

The Committee on Judiciary reported through REP. LAWLOR of the 99th Dist., Chairperson of the Committee on the part of the House, that the substitute bill ought to pass.

## **AN ACT CONCERNING CRIME PREVENTION AND A STATE PREVENTION COUNCIL.**

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. (NEW) As used in sections 1 to 5, inclusive, of this act:
- 2 (1) "Prevention" means policies and programs that promote health,
- 3 safety and learning and reduce the likelihood of crime, violence,
- 4 academic failure or other socially destructive behavior and build
- 5 competencies to ensure productive lives for the citizens of the state.
- 6 "Prevention" is further defined as: (A) "Primary prevention" means
- 7 policies and activities designed exclusively to prevent a problem from
- 8 developing by intervening before manifestation of the condition or
- 9 symptom. Primary prevention is characterized by policies, programs
- 10 directed, not at individuals, but at target populations, including those
- 11 who may be at high risk which are voluntary and not required by legal
- 12 authority; and (B) "secondary prevention" means policies and activities
- 13 directed to reduce the length and severity of a problem or to intervene

14 to interrupt the early progression of destructive behavior or disorder  
15 for individuals who do not yet meet the clinical criteria for treatment.

16 (2) "Preventive services" means the following programs involving  
17 children and youth, directed to anticipate and meet specific needs: (A)  
18 Preventive behavioral services, including, but not limited to, the  
19 prevention of abuse or neglect, crime and violence or substance abuse;  
20 (B) preventive health services, including, but not limited to primary  
21 health care, health promotion, injury and suicide prevention,  
22 prevention of infectious disease, nutrition, prevention of unhealthy  
23 lifestyles and multiple health problems; and (C) preventive social and  
24 multi-focused services, including, but not limited to academic success,  
25 child and youth and family development, youth employment,  
26 parenting skills and family support, the reduction of adolescent  
27 pregnancy, the prevention of homelessness and housing-related issues.

28 (3) "Research-based prevention" means strategies, programs or  
29 services that (A) have a design and implementation that has been  
30 subjected to an evidenced-based research methodology; (B) have been  
31 evaluated by recognized experts in the field of prevention and found  
32 to represent promising practices or demonstrate positive outcomes;  
33 and (C) have been determined by the State Prevention Council  
34 established pursuant to section 2 of this act to represent best practices  
35 in that the programs can be replicated, are cost effective, sustain  
36 positive outcomes and meet other evaluative criteria adopted by the  
37 State Prevention Council.

38 (4) "Prevention impact statement" means a set of processes  
39 approved by the General Assembly for use by state agencies to  
40 examine, in advance, the impact of a prevention policy or program on  
41 health, safety and learning outcomes.

42 Sec. 2. (NEW) (a) There is established a State Prevention Council  
43 which shall embed prevention into state and local policy, consisting of  
44 the following: (1) The Secretary of the Office of Policy and

45 Management or the secretary's designee; (2) the Chief Court  
46 Administrator or the Chief Court Administrator's designee; (3) the  
47 Commissioner of Social Services or the commissioner's designee; (4)  
48 the Commissioner of Children and Families or the commissioner's  
49 designee; (5) the Commissioner of Public Health or the commissioner's  
50 designee; (6) the Commissioner of Mental Health and Addiction  
51 Services or the commissioner's designee; (7) the Commissioner of  
52 Education or the commissioner's designee; (8) the Commissioner of  
53 Higher Education or the commissioner's designee; (9) the Labor  
54 Commissioner or the commissioner's designee; (10) the Commissioner  
55 of Correction or the commissioner's designee; (11) the Commissioner  
56 of Public Safety or the commissioner's designee; (12) the Child  
57 Advocate or the designee of the Child Advocate; (13) the executive  
58 director of the Commission on Children or the director's designee; (14)  
59 the executive director of the Children's Trust Fund or the director's  
60 designee; and (15) such other members as the Governor may appoint  
61 or their designees. The Secretary of the Office of Policy and  
62 Management, or the secretary's designee, shall serve as chairperson of  
63 the council.

64 (b) The State Prevention Council shall:

65 (1) Recommend, biennially, to the General Assembly a  
66 comprehensive state-wide prevention plan and budget encompassing  
67 primary prevention and secondary prevention policies and preventive  
68 services in health, safety, and learning; identify cross-agency cost  
69 savings resulting from such prevention policies and services and  
70 recommendations concerning increasing fiscal accountability.

71 (2) Achieve savings by identifying less effective interventions in  
72 violence reduction, health and mental health problems, academic  
73 failure and drug and alcohol abuse and recommending the reallocation  
74 of state funds, as appropriate, to more effective preventive services.

75 (3) Identify cost-effective research-based prevention strategies that

76 demonstrate promising practices and outcomes that promote health,  
77 safety and learning.

78 (4) Establish outcome measures related to child and youth and  
79 family health, safety and learning to serve as guides to prevention  
80 planning, prevention impact statements and program accountability.

81 (c) The State Prevention Council, acting through the Office of Policy  
82 and Management or any other state agency, governmental entity or the  
83 private sector, may, within available appropriations, provide financial  
84 assistance, lend staff or provide in-kind contributions to the  
85 Governor's Partnership To Protect Connecticut's Workforce,  
86 Incorporated, for the purposes of assisting the State Prevention  
87 Council in prevention planning, training, technical assistance,  
88 initiating pilot or demonstration projects and such other assistance as  
89 the Office of Policy and Management may decide.

90 Sec. 3. (NEW) (a) On October 1, 2002, and biennially thereafter, the  
91 State Prevention Council shall identify, within each of the involved  
92 state agency budgets, all existing appropriations for preventive  
93 services in health, safety and learning, and submit a report on the  
94 effectiveness of such preventive services to the joint standing  
95 committee of the General Assembly having cognizance of matters  
96 relating to appropriations. The report and a budget shall be phased in  
97 on or before January 1, 2003, to include the Departments of Social  
98 Services, Mental Health and Addiction Services, Education and Public  
99 Health and Labor Department; on or before January 1, 2005, to include  
100 the Office of Policy and Management, the judicial branch and the  
101 Departments of Children and Families and Public Safety; and on or  
102 before January 1, 2007, to include the Departments of Correction and  
103 Higher Education and such other agencies as the Governor may direct.

104 (b) On October 1, 2002, and biennially thereafter, the Secretary of the  
105 Office of Policy and Management, on behalf of the Governor, shall  
106 submit to the General Assembly a Prevention Plan and Budget in

107 accordance with subsection (a) of this section, including the  
108 expenditures on preventive services consistent with outcome measures  
109 and indicators as established by the State Prevention Council. Such  
110 plan and budget shall describe the balance of program spending  
111 among services compared to total spending and include all programs  
112 pursuant to section 4-28b of the general statutes and such other  
113 applicable federal and General Fund services each agency has  
114 proposed.

115 (c) Beginning July 1, 2004, the budget of each agency that is a  
116 member of the State Prevention Council shall establish a goal for the  
117 allocation of its total general and federal funds towards preventive  
118 services, as defined in section 1 of this act.

119 Sec. 4. (NEW) On July 1, 2004, and annually thereafter, each agency  
120 that is a member of the State Prevention Council proposing new  
121 programs or expansion of existing services shall submit a prevention  
122 impact statement to the joint standing committee of the General  
123 Assembly having cognizance of matters relating to appropriations as  
124 part of its budget submission to assess the fiscal and programmatic  
125 gains of the prevention strategy in reducing negative outcomes. Such  
126 impact statement shall use a format and methodology adopted by the  
127 Office of Legislative Research in cooperation with the Office of Policy  
128 and Management.

129 Sec. 5. (NEW) (a) There is established a Connecticut Prevention  
130 Advisory Board, which shall be within the Office of Policy and  
131 Management for administrative purposes only. The board shall be  
132 composed of five members appointed by the Governor, two members  
133 appointed by the speaker of the House of Representatives and two  
134 members appointed by the president pro tempore of the Senate. The  
135 Governor shall appoint one member to serve as chairperson. No  
136 member shall serve more than four years within a twelve-year period.  
137 Members shall include individuals with interest, expertise and direct

138 experience in prevention and preventive services. The board may  
139 name two youth members.

140 (b) The board, in collaboration with the State Prevention Council,  
141 shall, annually, submit to the Governor and the General Assembly a  
142 report delineating the adequacy of the State-Wide Prevention Plan and  
143 Budget and shall recommend such policy and program changes,  
144 innovations and improvements in preventive services as the board  
145 deems necessary.

146 Sec. 6. This act shall take effect July 1, 2001.

**JUD**      *Joint Favorable Subst.*

The following fiscal impact statement and bill analysis are prepared for the benefit of members of the General Assembly, solely for the purpose of information, summarization, and explanation, and do not represent the intent of the General Assembly or either House thereof for any purpose:

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**OFA Fiscal Note**

**State Impact:** Potential Indeterminate Cost, Potential Minimal Cost, Potential Future Indeterminate Savings

**Affected Agencies:** Various

**Municipal Impact:** See Explanation Below

**Explanation****State Impact:**

This bill makes various changes to the state's policy concerning crime and prevention programming. These changes and their associated fiscal impacts are as follows:

**Establish State Prevention Council**

The bill establishes the State Prevention Council (Council) and requires the Secretary of OPM to serve as its chair. The Council may act through OPM, within the agency's available appropriations, to provide financial assistance, lend staff or provide in-kind contributions to assist the Governor's Partnership to Protect Connecticut's Workforce, Inc., in prevention planning. It should be noted that no funding has been included within sHB 6668 (the FY 02-03 Appropriations Act, as favorably reported by the Appropriations Committee) for these purposes.

It is anticipated that agency representatives appointed as members of the Council will participate to the extent that their normal duties allow. No estimate is being made of the potential increase in funding for prevention programs that could be identified through this process.

***Establish Prevention Plan and Budget***

On October 1, 2002, and biennially thereafter, the Council shall identify all existing appropriations for preventive services in health, safety and learning and submit a report on the effectiveness of such preventive services to the General Assembly. The report shall be phased in over five years to include various state agencies represented on the Council.

The bill also requires OPM to submit to the General Assembly, on October 1, 2002, and biennially thereafter, a Prevention Plan and Budget in conjunction with the report described above that includes expenditures on preventive services, outcome measures, and compares program spending for preventive federal and General Fund services to total spending. It is assumed that this document would be in addition to the Governor's budget report mandated under Section 4 - 71 CGS. Beginning with FY 04, each agency that is a member of the Council must establish a goal for the allocation of its total state and federal funds towards preventive services.

A potential indeterminate cost may result for involved state agencies to the extent that compilation of data required for the prevention budget necessitates the addition of fiscal staff and/or reprogramming of the state's various financial systems. Resulting costs would be dependent upon the scope of the documents produced, which cannot be determined in advance.

It should be noted that federal law, regulation and court mandates place numerous restrictions on the use of federal and state funds. As a result, the extent to which the various funding streams available to the



state can be redirected to achieve objectives set forth in the bill is uncertain. Should a greater emphasis upon prevention services result in reduced need for more costly interventions, a future indeterminate savings may result.

***Create Prevention Impact Statements***

The bill requires each agency that is a member of the council proposing a new or expanded program/service to submit a prevention impact statement to the Appropriations Committee. Within the definition of "prevention impact statement" is the required approval by the General Assembly. It is unclear, although assumed, that any review, examination or approval required by the General Assembly and/or Appropriations Committee will be accomplished during a regular scheduled session. It is anticipated that as a result of this additional requirement, a workload increase and potential minimal cost may result, which can be handled within the available budgetary resources of the Office of Legislative Management. The extent of the workload will vary depending on the volume of impact statements and scope of needed review.

***Establish Connecticut Prevention Advisory Board***

To the extent that members of the General Assembly are appointed to the Connecticut Prevention Advisory Board, a potential minimal cost due to mileage reimbursement may result. Any cost associated with participation on the board can be handled within the anticipated budgetary resources of the Office of Legislative Management.

***Municipal Impact:***

The bill sets forth protocols under which funding historically awarded by various state agencies to local governments may be subject to enhanced review and proposed modification. Any potential future appropriations actions cannot be determined at this time. Should a greater emphasis upon prevention services result in reduced need for

more costly interventions, a future indeterminate savings may result.

**OLR BILL ANALYSIS****sHB 7013*****AN ACT CONCERNING CRIME PREVENTION AND A STATE PREVENTION COUNCIL.*****SUMMARY:**

This bill creates a State Prevention Council to establish prevention in state and local policy. The council must (1) make recommendations to the General Assembly on a statewide prevention plan and budget, (2) study and make recommendations on allocation of funds for these services, (3) identify strategies that work, and (4) determine how to measure results. The council consists of 14 agency heads or their designees and other members that the governor may appoint.

The bill defines “prevention” as policies and programs that promote health, safety, and learning and reduce the likelihood of crime, violence, academic failure, or other socially destructive behavior. The policies and programs must build competencies to ensure productive lives of state citizens.

The bill also creates a Connecticut Prevention Advisory Board with up to 11 appointed members. The board must annually report to the governor and General Assembly on the prevention plan and budget and make recommendations.

The bill also requires the following reports and planning.

1. The council must report to the Appropriations Committee on agency budgets for preventive services on October 1, 2002 and every two years afterward (including a phase-in for various state agency budgets through January 1, 2007).
2. The Office of Policy and Management (OPM) must submit a prevention plan and budget to the General Assembly on October 1, 2002 and every two years afterward.
3. Each agency on the council must set goals for allocating funds for

preventive services starting July 1, 2004 and submit prevention impact statements for new programs and service expansion.

EFFECTIVE DATE: July 1, 2001

## **DEFINITIONS**

The bill defines two type of prevention. Primary prevention is policies and activities designed exclusively to prevent a problem from developing by intervening before a condition or symptom is clear. It includes policies and voluntary programs directed at target populations, not individuals, including high-risk populations. Secondary prevention is policies and activities to reduce the length and severity of a problem or to intervene to interrupt the early progression of disruptive behavior or disorder for individuals who do not meet clinical criteria for treatment.

The bill defines preventive services as programs involving children and youth that anticipate and meet specific needs. These are preventive:

1. behavioral services including prevention of abuse or neglect, crime and violence, or substance abuse;
2. health services including primary health care, health promotion, injury and suicide prevention, infectious disease prevention, nutrition, and prevention of unhealthy lifestyles and multiple health problems; and
3. social and multi-focused services including academic success, child, youth and family development, youth employment, parenting skills and family support, reduction of adolescent pregnancy, and prevention of homelessness and housing-related issues.

Research-based prevention is defined as strategies and programs or services (1) whose design and implementation has been subjected to evidence-based research methods; (2) that have been evaluated by recognized prevention experts and found to demonstrate promising practices or positive outcomes; and (3) that the council determines represent best practices that can be replicated, are cost-effective,

maintain positive outcomes, and meet other council criteria.

## **STATE PREVENTION COUNCIL**

### ***Members***

The bill makes the following people, or their designees, members of the council:

1. OPM secretary (serves as chairman),
2. chief court administrator,
3. social services commissioner,
4. children and families commissioner,
5. public health commissioner,
6. mental health and addiction services commissioner,
7. education commissioner,
8. higher education commissioner,
9. labor commissioner,
10. correction commissioner,
11. public safety commissioner,
12. child advocate,
13. Commission on Children executive director, and
14. Children's Trust Fund executive director.

The council also includes other members or their designees that the governor appoints.

**Duties**

The bill requires the council to:

1. biennially (a) recommend to the General Assembly a comprehensive statewide prevention plan and budget for primary and secondary prevention policies and preventive services in health, safety, and learning and (b) identify cross-agency savings from prevention policies and services and recommendations for increasing fiscal accountability;
2. identify less effective prevention services and recommend reallocation of state funds to more effective ones for violence reduction, health and mental health problems, academic failure, and drug and alcohol abuse;
3. identify cost-effective research-based prevention strategies that show promising practices and results that promote health, safety, and learning; and
4. create outcome measures for child, youth, and family health, safety, and learning to guide prevention planning, impact statements, and program accountability.

The bill allows the council, within available appropriations, to assist financially, lend staff to, or give in-kind contributions to the Governor's Partnership to Protect Connecticut's Workforce, Inc. in order to assist the council in preventive planning, training, technical assistance, initiating pilot or demonstration projects, or other assistance as determined by OPM. The council must act through OPM or another state agency, entity, or the private sector.

**ADVISORY BOARD**

The bill creates the Connecticut Prevention Advisory Board. With the council, the board must annually report to the governor and General Assembly on the adequacy of the State-Wide Prevention Plan and Budget and recommend policy and program changes, innovations, and improvements in preventive services.

The board consists of:

1. five members appointed by the governor,
2. two members appointed by the House speaker,
3. two members appointed by the Senate president pro tempore, and
4. two youth members the board can name.

The governor appoints the chairman. The bill prohibits members from serving more than four years in a 12-year period. The members must include people with interest, expertise, and direct experience in prevention and preventive services.

The bill places the board in OPM for administrative purposes only.

## **REPORTING AND PLANNING**

The bill requires the council to report biennially to the Appropriations Committee beginning October 1, 2002 on existing appropriations for preventive services in health, safety, and learning in the budget of each involved agency and the effectiveness of these services. But the bill requires the report and budget to be phased in by:

1. January 1, 2003 for the departments of Social Services, Mental Health and Addiction Services, Education, Public Health, and Labor;
2. January 1, 2005 for OPM, the Judicial Branch, and the departments of Children and Families and Public Safety; and
3. January 1, 2007 for the departments of Correction and Higher Education and other agencies as the governor directs.

The bill requires the OPM secretary to submit a Prevention Plan and Budget to the General Assembly on behalf of the governor on October 1, 2002 and every two years afterward. This plan and budget must complement the council's report to the Appropriations Committee.

The OPM budget must include expenditures on preventive services consistent with the council's outcome measures and indicators. It must describe the balance of spending among services compared to total spending and include all federal block grant programs and other federal and General Fund services each agency proposes.

The bill requires each agency on the council to set budget goals to allocate its state and federal funds for preventive services starting July 1, 2004. Each agency proposing any new programs or expanding services must submit a prevention impact statement to the Appropriations Committee as part of its budget. A prevention impact statement is a set of processes approved by the General Assembly that state agencies use to examine in advance the impact of preventive policies or programs on health, safety, and learning outcomes. It must assess the proposal's fiscal and program gains in reducing negative outcomes. The statement must use a format and method adopted by the Office of Legislative Research with OPM.

## **BACKGROUND**

### ***Related Bill***

SB 1287, "An Act Concerning the Development of a State Children's Policy," favorably reported by the Judiciary Committee, contains similar provisions creating a State Prevention Council and an advisory board, requiring the OPM secretary to submit a biennial prevention plan and budget to the legislature, and requiring council agencies to submit prevention impact statements.

## **COMMITTEE ACTION**

Judiciary Committee

Joint Favorable Substitute

Yea 40      Nay 0